

## **Introduction**

### **The Role of the Comprehensive Plan**

The comprehensive plan is a guide for managing change within the community for the next ten to twenty years. The plan is an expression of the community's vision of its future and it provides a framework for future policy decisions.

The goal of the plan is not to predict the future. The planning process is designed to inventory and then analyze the present conditions within the community. Policies are then developed to address both current and anticipated needs of the town. Each policy recommended in the plan is assigned to a town committee of combination of committees and municipal employees to develop further. The work of these committees will be presented to the town for consideration as long range plans, ordinances, town policies or fiscal recommendations.

The comprehensive plan is not the end of the planning process but just the beginning. The various existing and recommended committees assigned to develop the plan's policies will further refine the plan's recommendations to make them responsive to the changing needs of the community. The comprehensive plan committee put together the plan by fitting together the various areas of local government into a single coherent document. The plan committee sought to combine and when necessary weigh competing interest and outcomes into a plan acceptable to the entire community and capable of being put into action.

It is important to note that the comprehensive plan is not an ordinance, nor a law of any kind. It is an advisory document that will form the basis of the town's future policy decisions. Any revised or new ordinance and town policy, will as always, be placed on the Town meeting Warrant for the voters consideration.

### **Past Planning Activities**

The 2006 plan revision builds upon the foundation established by the 1991 Clinton Comprehensive plan and subsequent implementation of towhead plan over the past 14 years. The Clinton Downtown Improvement Plan and related data also plays a significant role in updating the plan.

### **Plan Organization**

The plan is organized into two parts. The first part consists of the goals, policies and implementation strategies and the land Use Plan. This is essentially the Action portion of the plan. It sets out how the town should address a wide range of municipal concerns and issues.

The second part is the inventory section which contains all of the background data and analysis collected and eventually used to form the policies and implementation strategies. The inventory section is divided into various categories corresponding to the many layers and responsibilities of the town.

### **Acknowledgments**

Comprehensive Plan Committee

## **Goals, Policies and Implementation Strategies**

The goals policies and implementation strategies consists of recommendation for future action by the

community. The goals are based upon the Maine Growth Management Program. The policies and implementation strategies are specific recommendations that have taken into consideration the findings and analysis of the plan inventory and public input.

The section is divided into areas that match the inventory section of the plan. Policies and implementation strategies that relate to specific areas, like housing or recreation are therefore listed in one place. However, what might be recommended as a housing policy might have implications for land use or the economic health of the community .

### **The Task of Putting the Plan into Action**

The task of putting the plan into action over the coming years will require a great deal of time, commitment and most importantly people.

The comprehensive plan committee recognizes that any planning document is only valuable or beneficial if the community has the commitment, interest and excitement to carry out the recommendations contained in the plan.

### **Population**

Goal:

To plan for orderly growth and development throughout the community and to respond to changes in the population.

Policy:

- 1 The town should monitor demographic trends especially population ,age distribution, school enrollments and housing and incorporate any significant changes into the comprehensive plan. Applicable policies and growth estimates should be revised depending upon the data. The Town Manager, and the Planning Board will examine available demographic data from the Census Bureau, Department of Human Services and Kennebec Valley Council of Governments when it becomes available. Significant changes and trends will be reported to Town officials and committees. Whenever appropriate the comprehensive plan shall be modified.  
Timeline: On-going

## **Housing**

Goals:

To encourage and promote affordable housing opportunities for all residents of Clinton

To provide a variety of types and densities of housing available to households of different sizes, ages and incomes.

Policy:

- 1 The town shall work closely with existing organizations and groups that promote affordable housing such as Habitat for Humanity, KVCAP and MSHA to offer affordable housing opportunities for all residents.  
The Town Manager shall maintain an ongoing relationship with affordable housing groups and encourage them to offer services in the community.  
Timeline: On-going
  
- 2 The affordable housing goal shall be to have at least 10% of new housing units affordable for households earning 80% of the median income for the town.  
The Town shall monitor our housing affordable status using MSHA and other local information to make sure that affordable housing is available for families, single householders and the elderly. The town shall take steps to promote affordable housing whenever it exceeds the 80% median income threshold.  
Timeline: On-going
  
- 3 The town shall explore the feasibility of adopting a minimum housing/property code which would contain safety and other basic occupancy standards to ensure that all housing was safe, clean, and suitable for human habitation.  
The Planning Board shall develop a housing code for public review and comment.  
Timeline: 2008
  
- 4 The town shall maintain and revise the zoning ordinance and subdivision ordinance to make sure that residential development is being located and constructed in a manner appropriate for the district in which it is located. Provisions relating to dimensional standards, and cluster standards shall be reviewed periodically.  
The Planning Board shall monitor the effectiveness of the land use ordinances and make revisions as necessary.  
Timeline: on-going
  
- 5 The town shall continue to provide an opportunity for a variety of housing types and prices to located within the community. Residential housing in the village area shall continue to be permitted on smaller lots since they are served by municipal water and sewer.  
The Planning Board shall maintain the flexibility of housing dimensional standards .  
Timeline: on-going

### **Economy**

Goal:

To promote an economic climate that increases job opportunities and overall economic well-being.

Policies:

- 1 The town shall use the Downtown plan as the template/guide to redevelop the downtown area in order to promote existing businesses and foster a more pedestrian friendly environment.  
The Economic Development and Community Development Committees shall implement downtown improvements.  
Timeline 2009
- 2 The town shall promote existing and new agricultural operations as a vital part of the community's economy and whenever possible cooperate with regional, state and national programs .  
The Economic Development Committee and the Planning Board shall find strategies to promote our agricultural operations especially Dairy farms.  
Timeline: On-going.
- 3 The town shall promote new commercial and industrial development to locate in areas near the downtown, Route 95, and the railroad line in order to take advantage of municipal services and transportation services.  
The Economic Development Committee and the Planning Board shall promote the commercial districts for new development.  
Timeline: On-going
- 4 The town shall in cooperation with the state, neighboring communities and private companies make sure that the entire community is served by high speed internet service in order to maintain the competitive advantage of our community for new business ventures  
The Town Manager and the Selectmen shall develop a strategy to have high speed internet service available throughout the community..  
Timeline: 2008
- 5 The town shall in cooperation with the School District, neighboring communities, local colleges and the State promote continuing education in order to encourage our workforce to improve their skills.  
The Economic Development Committee and the Town Manager shall in cooperation with neighboring communities expand education opportunities for adults.  
Timeline: 2010

**Archeological and Historic Resources**

Goals:

To preserve the town's historic and archeological resources.

Policies:

- 1 The Town shall undertake a comprehensive inventory of all the archeological and historic resources within the community  
The Town Manager and the Historic Society shall seek funds to undertake a comprehensive survey of the town.  
Timeline: 2015
  
- 2 The town shall support the on-going efforts of the Clinton Historic Society and whenever appropriate raise funds to support their projects.  
The Selectmen and the Town Manager shall maintain communication with the Historic Society and seek ways to support and fund their projects.  
Timeline: On-going
  
- 3 All proposed development shall in the permit review process check available resources to see if the project would impact an archeological or historic site. Appropriate standards for review shall be placed in the Land Use and the Subdivision ordinances as applicable.  
The Planning Board shall revise the Land Use and Subdivision ordinances to provide for the protection of archeological and historic resources from inappropriate development..  
Timeline: 2009
  
- 4 The town shall identify its scenic resources and inform the public about their location and importance for the community. A community forum shall be held to determine how the town should protect these areas for future generations.  
The Planning Board and the Community Development Committee shall identify and map scenic resources and schedule a public forum to determine how the town wants to protect these areas.  
Timeline: 2010

## **Recreation**

### Goals:

To promote and protect the availability of recreational opportunities for all citizens including access to surface waters.

### Policies:

- 1 The town shall support the on-going efforts of the Recreation Committee to improve recreational facilities and programs.  
The Selectmen and the Town Manager shall support the efforts of the Recreation Committee and help them locate funds to undertake new projects.  
Timeline: On-going
  
- 2 The Town shall increase recreation opportunities along the Kennebec River and the Sebasticook Rivers including greater water access.  
The Recreation Committee shall develop a plan for increased river access including the Downtown Mill Site.  
Timeline: 2010
  
- 3 The town shall develop a Master Trail Plan for the Community that provides for one or more trails for a variety of activities including walking, snowmobiles, horse back riding, ATV's and Bicycles. The plan shall whenever possible provide connections to neighboring communities and shall be developed in cooperation with local and regional groups such as the snowmobile associations.  
The Recreation Committee and the Planning Board shall develop a master trail plan for the community.  
Timeline: 2010
  
- 4 The town shall cooperate whenever feasible with neighboring communities, and other recreational groups to develop programs and facilities that will improve the recreational opportunities of our citizens.  
The Recreation Committee and the Town Manager shall maintain communication with neighboring communities and other recreation providers and promote shared programs and ventures.  
Timeline: On-going
  
- 5 The Town shall develop a recreation plan for the community which addresses deficiencies in recreation programs and facilities and also identifies ways to finance these improvements.  
The Recreation Committee and the Town Manager shall develop a recreation plan for the community including funding sources whenever possible.  
Timeline: 2009

## **Transportation**

### Goals:

To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

### Policies:

- 1 The town shall increase the availability of parking in the Downtown.  
The Community Development Committee shall develop a parking improvement plan for the downtown.  
Timeline: 2010
- 2 The town shall continue to repair, maintain and rebuild its road infrastructure according to its existing process.  
The Road Committee and the Town Manager shall continue to implement the town road improvement plan.  
Timeline: On-going
- 3 The town shall continue to budget funds to cover both short and long term road infrastructure improvements in a manner that will not place a financial burden on the town in any single year.  
The Budget Committee, Road Committee and the Town Manager shall work together to finance road improvements  
Timeline: On-going
- 4 The town shall work with the Department of Transportation to identify solutions to a number of road and safety items identified in the plan.  
The Town Manager and the Road Committee shall work with the MDOT to develop a plan to remedy our identified road and safety deficiencies in a timely manner.  
Timeline: On-going
- 5 The town shall work in cooperation with the Department of Transportation and neighboring communities on road corridor planning especially for Route 11/100 and other roadways as appropriate in order to improve traffic flow and safety.  
The Town Manager and the Selectmen shall work on joint transportation planning projects with the MDOT and neighboring communities.  
Timeline: On-going
- 6 The town shall seek transportation funding for local and state road projects including road improvements, bike and walking trails and other projects  
The Town Manager shall monitor transportation funding sources and whenever appropriate locate funds for community projects.  
Timeline: On-going

## **Public Services**

### Goals:

To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

To develop and maintain public services that are designed to be responsive to the citizens of Clinton.

Policies:

- 1 The town should continue to foster volunteer citizen participation on various municipal committees and find ways to improve communications with residents through the internet and other media.  
The Selectmen and the Town Manager shall seek a high level of citizen participation and seek feedback from residents.  
Timeline: On-going
- 2 The town shall continue to support its core municipal services including, fire protection, police protection, solid waste , and public works and seek ways to improve these services in a cost effective and efficient manner for the benefit of residents.  
The Town Manager and department staff shall work jointly to provide a high level of municipal services for the community. Emphasis shall be placed upon innovation, regional cooperation and training in order to provide competitive and cost effective services.  
Timeline: On-going
- 3 The town shall work in cooperation whenever possible with the Water District to ensure a quality water supply and efficient collection system. Planning and other forms of mutual cooperation shall be encouraged especially relating to expansions and system upgrades and improvements.  
The Selectmen and the Town Manager shall maintain a positive and open working relationship with the Water District.  
Timeline: On-going
- 4 The town shall continue to support the Library and its programs.  
The Selectmen shall continue to support library funding and expansion of its services.  
Timeline: On-going

**Fiscal Capacity**

Goals:

To finance an efficient system of public facilities to accommodate anticipated growth and economic development.

Policies:

- 1 The town shall continue to maintain sound fiscal planning and ensure adequate oversight of the town's fiscal affairs.

The Selectman and the Town Manager shall manage the town's fiscal affairs wisely and seek ways to improve the town by capital planning, taking advantage of training as appropriate, and keeping updated with new laws especially LD 1 and similar laws.

Timeline: On-going

- 2 The town shall continue to use a capital improvements plan as a way to finance major capital items. The plan should be reviewed annually and sufficient funds should be set aside as appropriate.

The Selectmen and the Town Manager shall maintain a capital improvement plan.

Timeline: Annually

- 3 The town should take the necessary steps to plan for and appropriate sufficient funds to implement the policies contained in this plan.

The Selectmen shall recommend appropriate funding.

Timeline: Annually

- 4 The town shall explore grant funding opportunities to finance capital improvements.

The Town manager shall keep informed of grant opportunities to finance capital items.

Timeline: On-going

- 5 The town shall plan on-going expenditures and capital improvements in a manner that does not impose large tax increases in any one year. The town should also seek to maintain its tax assessment capacity in order to identify valuation increases due to improvements and new development.

The Budget Committee, Selectmen and the Town Manager shall provide wise fiscal planning and whenever possible anticipate large capital expenses.

Timeline: On-going

## **Agricultural and Forestry**

### **Goals**

To safeguard the town's agricultural and forest resources from development that threatens those resources.

### **Policies:**

- 1 The town should identify ways to promote agriculture and forestry within the community including farmland preservation easements, land trust, education and outreach to farmers and foresters, and participation in regional and state programs.

The Planning Board and the Community Development Committee shall in consultation with local farmers and foresters discuss ways to strengthen local agriculture and forestry operations.

Timeline: Annually

- 2 The town shall monitor land development patterns especially in the rural parts of the community to watch for any negative impacts development may have upon farming and forestry operations.

The Planning Board shall monitor development trends and identify appropriate strategies to address conflicts with farming and forestry.

Timeline: Annually

- 3 The town shall maintain its current land use provisions to protect farming including, buffers, cluster design requirements for subdivisions over 10 lots in rural areas and shall employ new strategies as appropriate to promote and protect agriculture and forestry .

The Planning Board shall periodically review the effectiveness of current land use standards designed to protect farming and forestry.

Timeline: On-going

## **Natural Resources**

### Goals:

To protect the quality and manage the quantity of the town's water resources including rivers, streams, ponds and aquifers.

To protect the town's critical natural resources including wetlands, wildlife and fishery habitats, shoreland, scenic vistas, and unique natural areas.

### Policies:

- 1 The town shall maintain its current aquifer protection/wellhead protection rules.  
The Planning Board and the Water District shall jointly monitor the effectiveness of the aquifer

protection rules.

Timeline: On-going

- 2 The town shall continue to enforce its existing ordinances that protect natural resources such as Shoreland Zoning, Floodplain management, Aquifer protection, and other environmental standards contained in the Land Use and Subdivision ordinance. Changes and revisions shall be made as appropriate to comply with state and federal regulations.  
The Planning Board and the Code Enforcement Officer shall monitor the effectiveness of ordinances and propose changes to reflect changes in State and Federal regulations, and to addresses new problems or issues in the community.  
TimeLine: On-going
- 3 The town shall cooperate with local and regional watershed groups to protect our water resources especially the Kennebec River, Sebec River and wetlands.  
The Planning Board, Code Enforcement Officer, and the Town Manager shall actively in participate watershed protection and planning efforts.  
TimeLine: On-going
- 4 The town shall incorporate the Beginning with Habitat natural resource data into appropriate land use standards . Emphasis shall be placed upon the identification of water resources including wetlands and endangered species habitat.  
The Planning Board shall review the beginning with habitat data and make revisions to the land use ordinance as appropriate..  
TimeLine: 2007

## **Land Use**

### Goals:

To encourage orderly growth and development in appropriate areas of town, while protecting the town's rural character, making efficient use of public services and preventing development sprawl.

### Policies

- 1 The town should monitor demographic and other growth changes within the community to make sure that the goals and policies of the comprehensive plan are adequate to address any new changes. The town should as necessary propose new revisions to the plan to respond to new circumstances and challenges as they occur.  
The Planning Board and the Town Manager will periodically review building permits.

demographic data and other information to identify trends not envisioned by the comprehensive plan . Changes should be proposed to the plan as needed to meet changing circumstances.

Timeline: On-going

- 2 The town should implement the recommendations proposed in the Land Use Plan.  
The Planning Board shall make the necessary revisions and changes to the Zoning ordinance and other ordinances in order to implement the recommendations proposed in the land use plan.  
Timeline: 2010

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## **Land Use Plan**

### **Introduction**

The land use plan provides the framework for many other sections of the comprehensive plan. The land use plan is one of the most visible outcomes of the planning process. The proposed land use policies will guide development within the community for the future. The land use plan will balance competing priorities and goals with a range of different ideas, attitudes and opinions concerning land use regulation, growth and development. The plan is designed to be fair and present ideas that will be acceptable to the entire community.

Quite simply the land use plan presents the existing development patterns within the community, discusses any negative implications, and offers a set of proposals to remedy any negative factors by establishing a clear set of goals, policies and implementation measures.

The foundation of the land use plan is the data collected by the comprehensive plan and the ideas and direction supplied by the public. The land use plan acts under the premise that the town will change and that the change should occur in a manner that reflects the wishes of its residents. Therefore the plan should set a clear direction for future development while preserving those features cherished by its residents.

All planning depends upon an accurate assessment of current trends to make reasonable predictions of future growth. If conditions change then the plan will need to be revised appropriately. Monitoring growth patterns is very important for the town and the planning board and other should be ready to make changes as necessary.

### **The 1991 Comprehensive Plan**

The 1991 comprehensive plan recommended many substantial changes for the town ordinances and as a result a new zoning ordinance and subdivision ordinance were created and adopted by the community. The town has lived with these ordinance over the previous 13 years.

### **Current Development Patterns**

Current development patterns have remained consistent over the past 15 years. The rate of growth between 1990 and 2000 amounted to 184 new buildings and between 2000 and 2005 the total was 94 structures. The annual average rate of growth over 15 years has remained at 18 new units. The majority of the new building is residential housing and most is located outside of the existing village area. Most new housing is placed on individual lots and subdivision development has been slow.

### **Anticipated Growth**

The growth projections for the next 15 years points to a further continuation of our current patterns. New housing should average near the 18 unit average per year and population growth will rise very slowly mostly due to a declining household size. Rural lot development will also remain popular, however, opportunities may exist for some housing development in the village areas especially designed for the elderly or retirees. The increase in the number of baby boomers reaching retirement age will create a new demand for housing catering to households that may want to downsize their homes in favor of a more active lifestyle that includes travel and other opportunities.

### **Our Vision for the Future**

The land use recommendations implementated from the 1991 comprehensive plan created the current land use ordinances and district map. These ordinances and have served the town well and should be continued into the future. The town appears satisfied with the ordinance provisions and district locations. The town

also appears satisfied with our current rate of growth .Recommendations contained in the this plan are designed to further enhance the existing land use ordinances and also to monitor future growth in order to respond to changes that we have not anticipated.

### **Specific Land Use Recommendations**

The following land use recommendations are designed to enhance our existing ordinances which were developed as a result of the 1991 comprehensive plan.

- 1 Maintain the existing standards contained in the Land Use and Subdivision Ordinances.
- 2 Upgrade the Subdivision ordinance to reflect changes in the State Subdivision law.
- 3 Revise the format of the Land use and Subdivision ordinance in order to make them more user friendly.
- 4 Maintain the Aquifer protection standards and adjust the map to take into account the location of the second Water District Well.
- 5 Examine the dimensional requirements in the downtown in order to find ways to provide greater flexibility and respect older development patterns.
- 6 Implement downtown improvements using the Downtown plan as a template.
- 7 Create a plan for the Former Mill Site along the Sebasticook River.
- 8 Review the Cluster Subdivision Standards periodically and make revisions to keep them current with market conditions and new research.
- 9 Explore the need for elderly housing which addresses the contemporary demands of our residents.
- 10 Maintain the environmental standards in the Land Use and Subdivision Ordinances and make revisions to reflect state and federal laws and changing circumstances in the community.
- 11 Continue to identify ways to promote housing to locate in the village.
- 12 Monitor home occupation standards to make sure that they can meet contemporary demands.





